

# **Report on Voluntary Compliance Efforts in the Central Core and North Alcohol Impact Areas (AIAs) and a Request for Mandatory Restrictions**

**City of Seattle Presentation  
for the  
Washington State Liquor Control Board (WSLCB)**

**Merritt D. Long, Board Chairman  
Vera Ing, Board Member  
Roger Hoen, Board Member**

**BOARD WORK SESSION**

**WSLCB Distribution Center  
Seattle, WA  
July 27, 2006**

# Overview of this Presentation

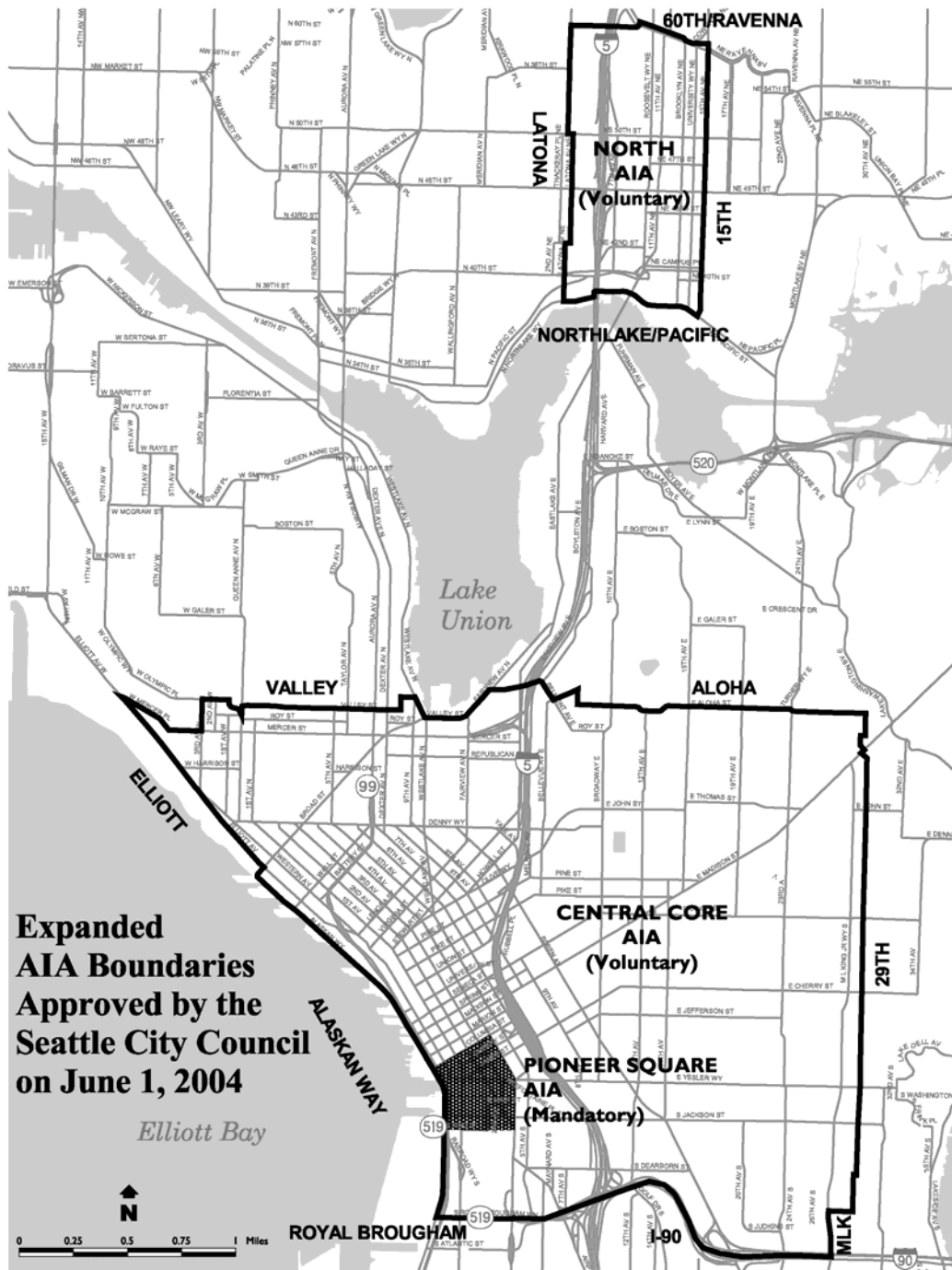
- Review status of this effort to use AIAs within Seattle and other strategies to deal with the issue of CPI (chronic public inebriation)
- Present results of the ongoing evaluation of AIAs
- Review Tacoma's experience with an AIA
- Conclusions and recommendations
- Next steps

# Comprehensive Strategy for Reducing Chronic Public Inebriation

- Implementation of a joint City/County housing plan for special populations.
- Opening of the 60-bed Dutch Shisler Sobering Center operating 24/7 every week of the year.
- Establishment of the Crisis Triage Unit at Harborview Medical Center.
- Housing facility (1811 Eastlake Project) for 75 chronic public inebriates developed and operated by the Downtown Emergency Service Center (DESC); opened in December 2005.

# Comprehensive Strategy for Reducing Chronic Public Inebriation *(continued)*

- DESC Emergency Shelter and Drop-In Center ("The Morrison") opened in May 2006 with a variety of services for the homeless population.
- Adoption of legislation to support involuntary hospitalization for chemically dependent people.
- Support the creation of a Mental Health Crisis Intervention Team (CIT) within Seattle Police Dept.
- Emergency Services Patrol and sobering services.
- Creation of systems integration activities between mental health and chemical dependency services.



# AIAs:

## We are Here

- Mandatory Compliance  
Pioneer Square AIA  
compliance start: 9/15/2003
- Voluntary Compliance  
Central Core AIA  
North AIA  
compliance start: Oct. 2004

• *Three Separate AIAs in the WSLCB Rules!*



# Central Core AIA and North AIA: Voluntary Compliance Phase

- Requested Participation through GNA
- Requested Removal of Products on Targeted Product List
- Request for Compliance Initiated in Late October 2004



# Good Neighbor Agreement Product List: Voluntary Compliance Phase

## 1. Beer and Malt Products

Bull Ice

Busch Ice

Colt 45 Ice

Colt 45 Malt Liquor

Hamm's Ice Brewed Ale

Hamm's Ice Brewed Beer

Hurricane Ice Malt Liquor

Keystone Ice

King Cobra Malt Liquor

Lucky Ice Ale Premium

Lucky Ice Beer

Magnum Malt Liquor

Mickey's Iced Brewed Ale

Mickey's Malt Liquor

Miller High Life Ice

Milwaukee Best Ice

Milwaukee Best Premium Ice Beer

Natural Ice

Old Milwaukee Ice

Olde English 800

Olympia Ice

Pabst Ice

Rainier Ale

Red Bull Malt Liquor

Schmidt's Ice

Special 800 Reserve

St. Ide's Liquor and Special Brews

Steel Reserve

## 2. Wine Products

Cisco

Gino's Premium Blend

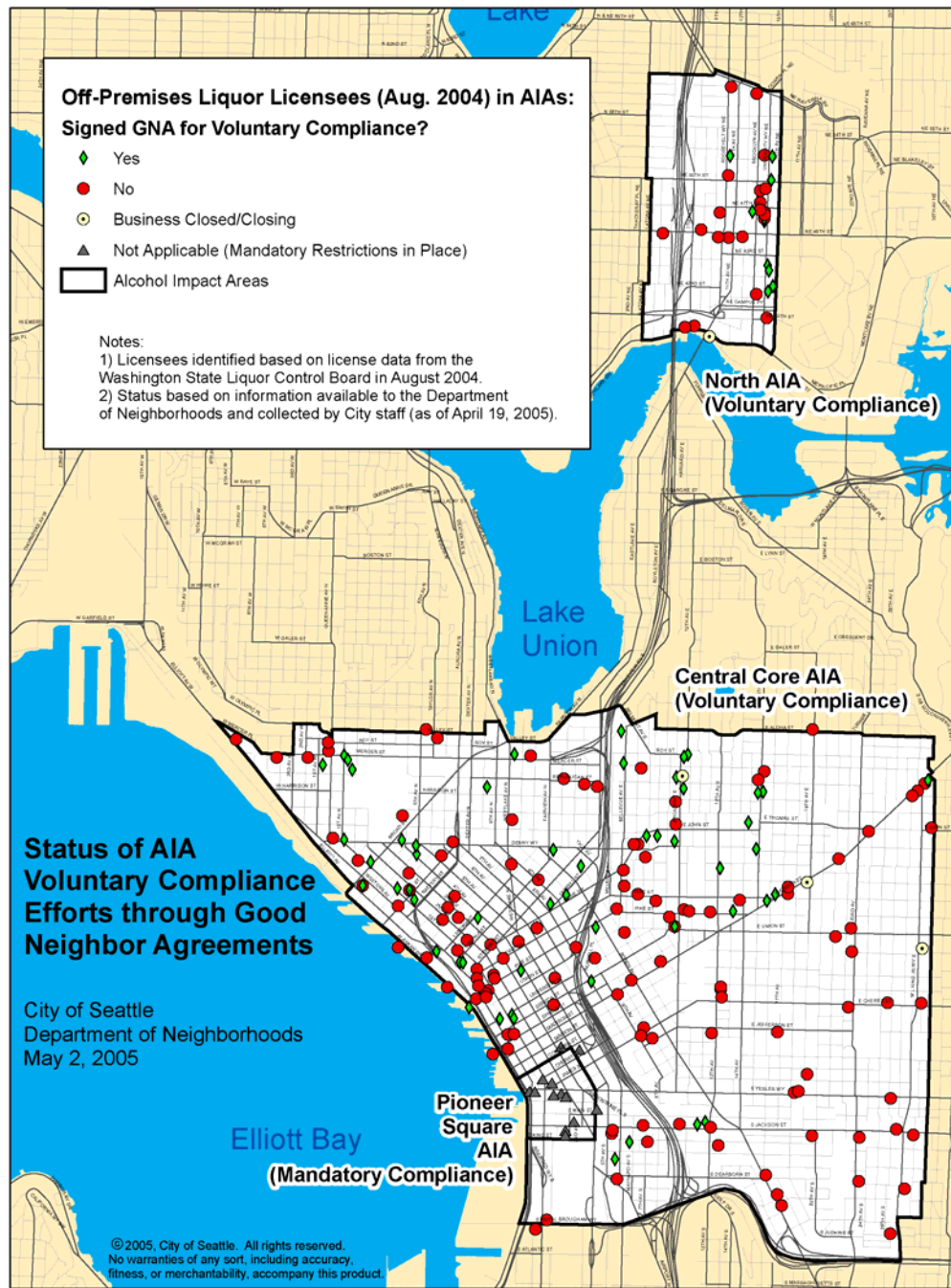
MD 20/20

Night Train Express

Richard's Wild Irish Rose

Thunderbird





## Voluntary Compliance in the Central Core and North AIAs: Only 30%

- Retailers who did not comply often said that it was not in their best interest to voluntarily comply (sign the GNA) because their competitors may choose not to comply.
- This reasoning is likely the cause of such poor compliance in Seattle.
- This rationale argues for mandatory restrictions across the board as a means to ensure compliance.

# Number of Off-Premises Liquor Licensees In GNA Process

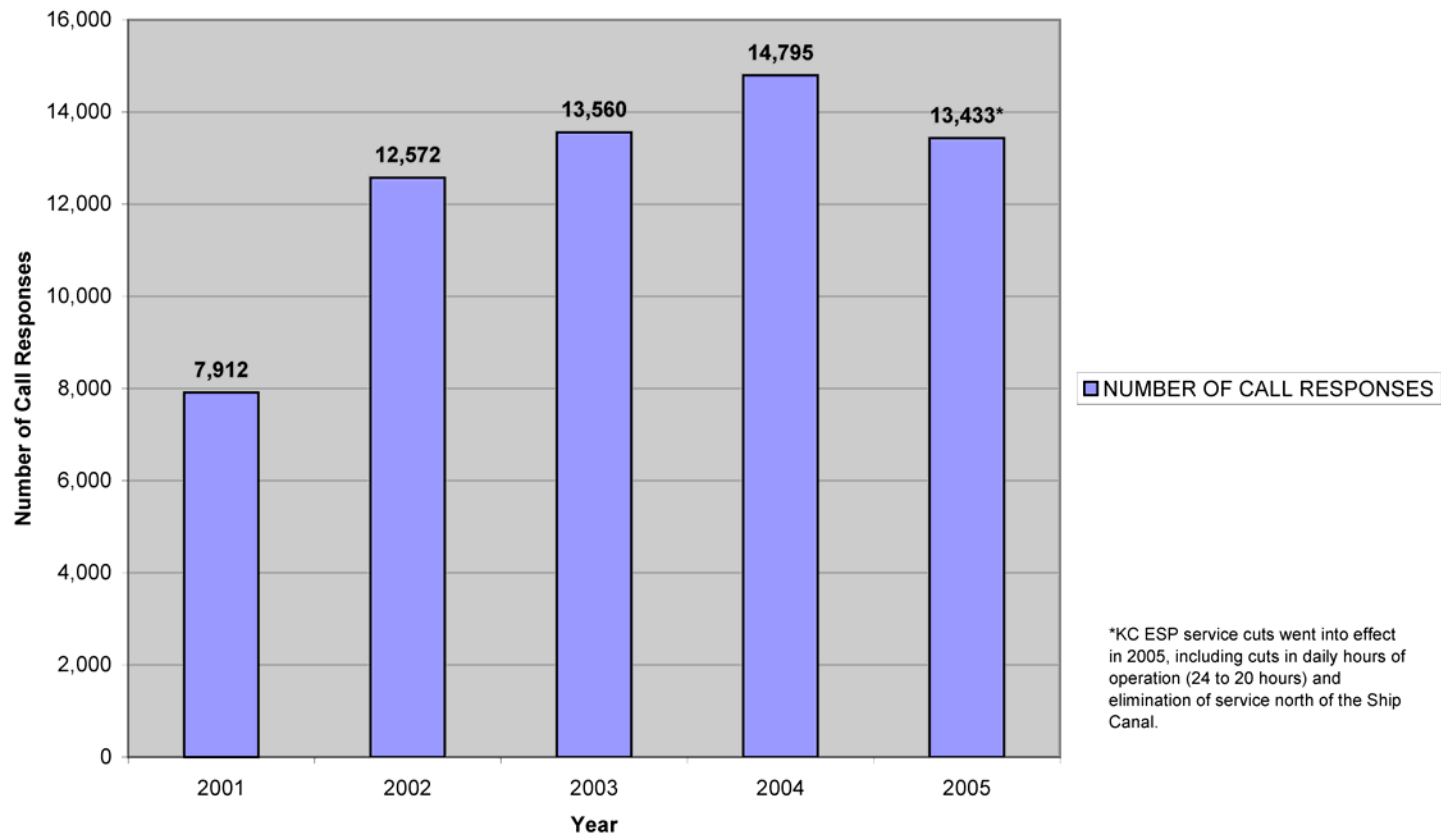
222 LICENSEES IN THE VOLUNTARY AIAs AT THE START OF THE GNA PROCESS:

- 151 LICENSEES HAVE **NOT SIGNED** (68%)
- 67 LICENSEES HAVE **SIGNED** (30%)
- 4 BUSINESSES HAVE **CLOSED**

OF THE 67 LICENSEES WHO SIGNED A GNA:

- 4 QFCs (of 4 in business in the area)
- 2 SAFEWAYS (of 3 in business in the area)
- LARRY'S
- UWAJIMAYA
- CENTRAL CO-OP
- COST PLUS IMPORTS
- 2 RITE AIDs (of 5 in business in the area)

**Number of Detox Call Responses for Sobering Unit Van Recorded by SPD  
2001 - 2005**



# **DENSITY OF CALL RESPONSES FOR SOBERING UNIT VAN: 2001-2005**

## **ALCOHOL IMPACT AREAS**

City of Seattle  
Department of Neighborhoods  
May 8, 2006



## **MAP LEGEND**

Alcohol Impact Areas

Arterials

**Number of Detox Calls per 10 Acres  
(2001-2005)**

3218 - 8630

2084 - 3217

1259 - 2083

733 - 1258

391 - 732

184 - 390

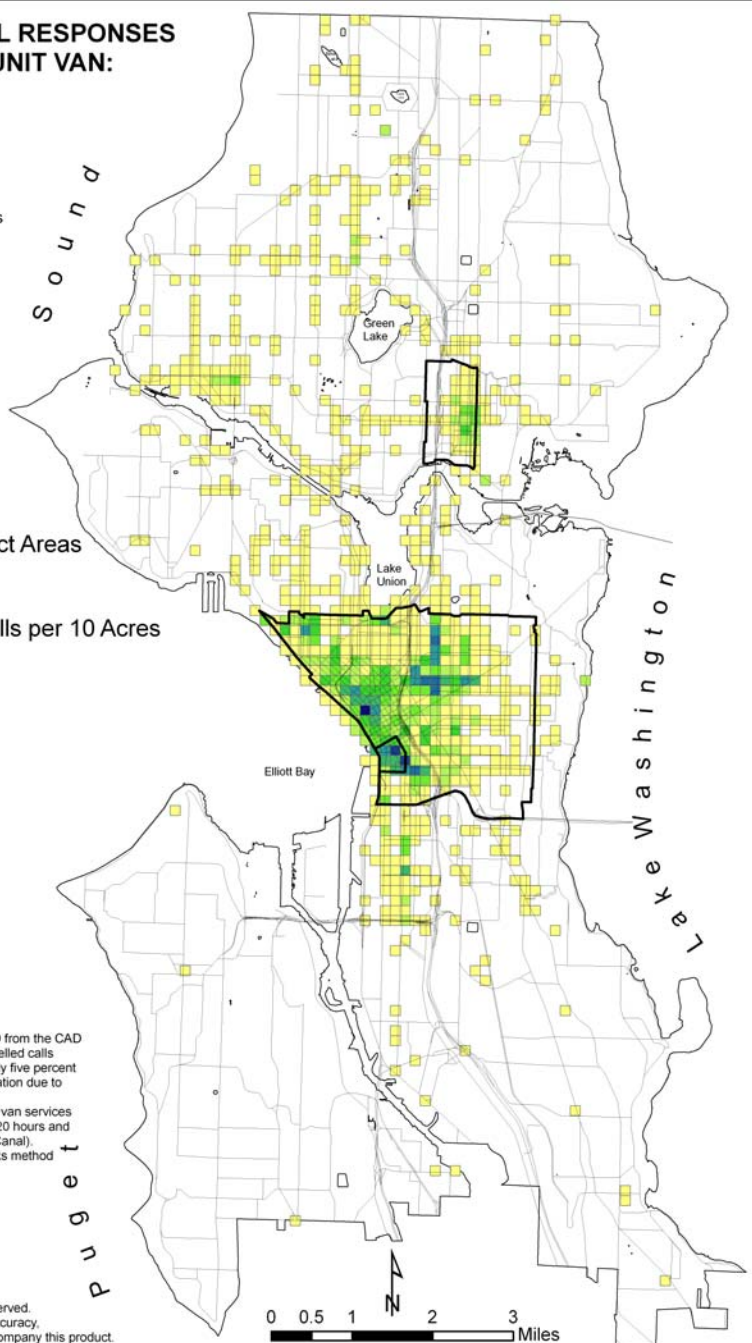
94 - 183

30 - 93

1 - 29

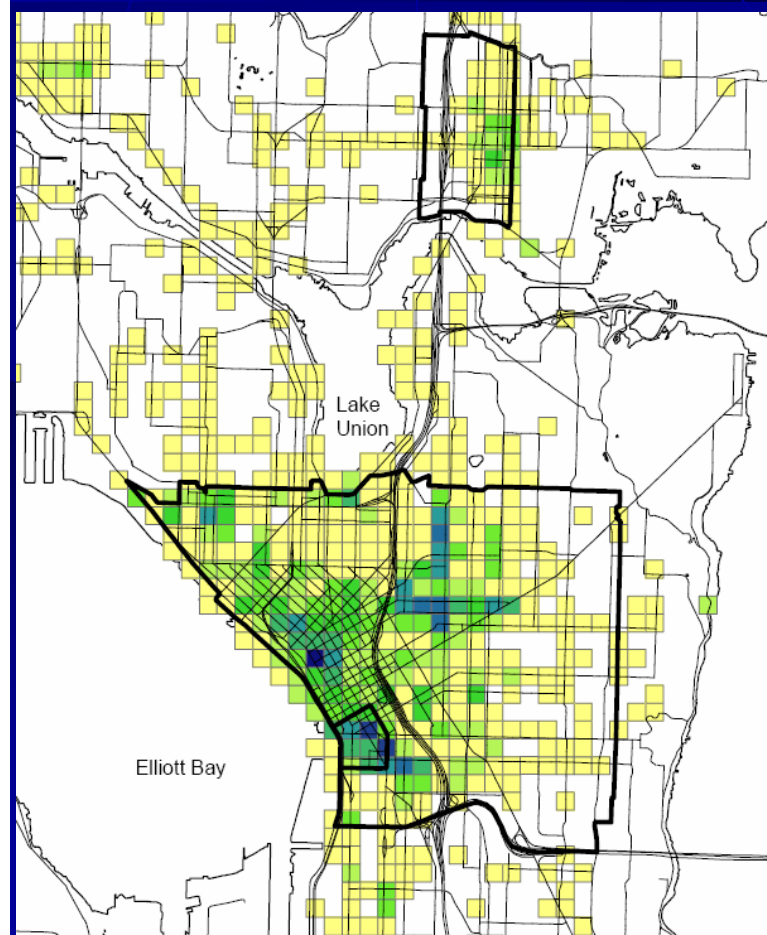
**Note:**  
1) Based on data provided by the SPD from the CAD incident database (duplicate and cancelled calls removed from the data). Approximately five percent of all data were not geocoded to a location due to the quality of the location data.  
2) According to KC ESP, sobering unit van services were cut in 2005 (reduced from 24 to 20 hours and services eliminated north of the Ship Canal).  
3) Data classified by the Natural Breaks method (Jenks' Optimization).

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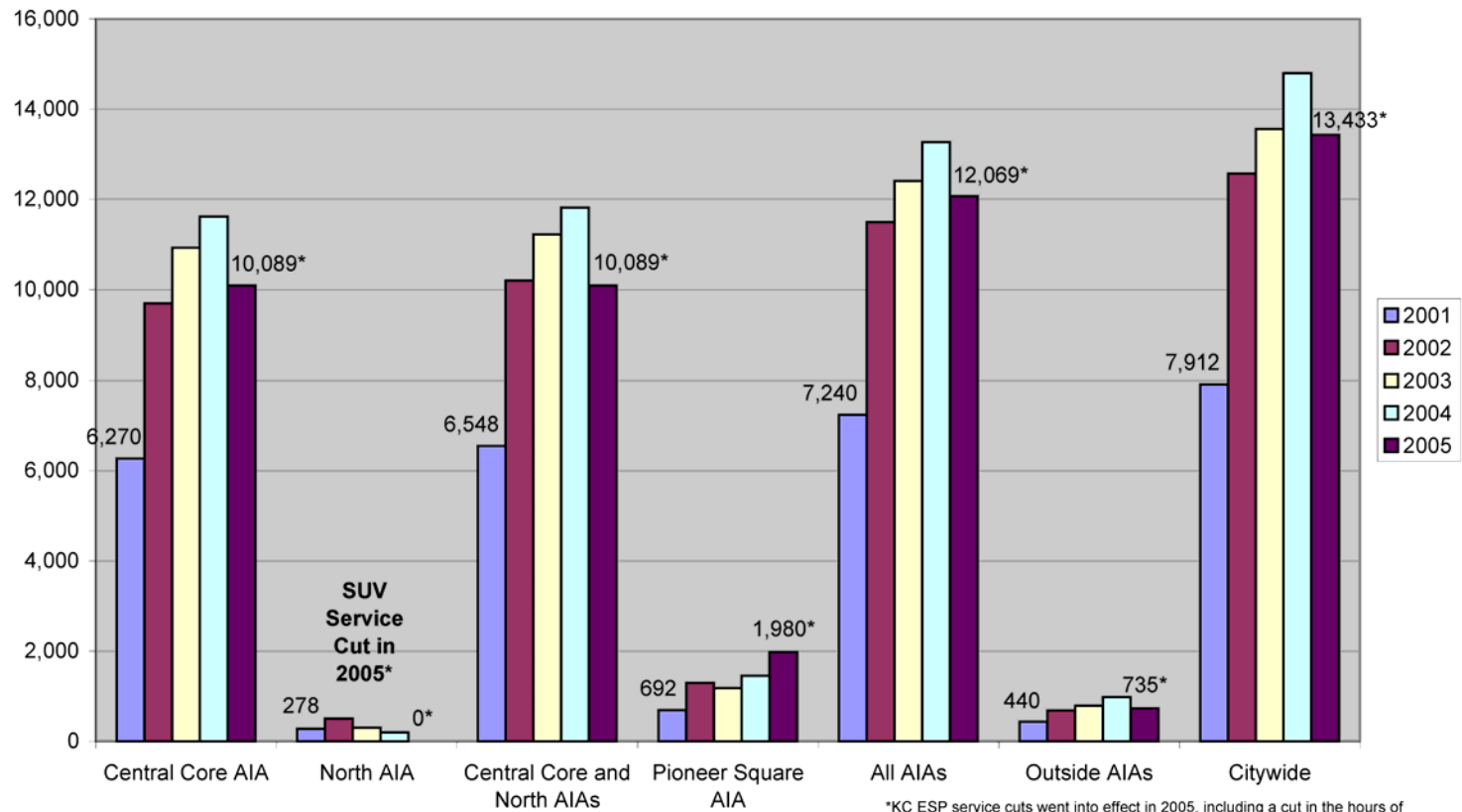
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## **Five Years of Data on Sobering Unit Van Call Responses (2001-2005)**



# **Detox Call Responses for Sobering Unit Van as Recorded by SPD 2001 - 2005**

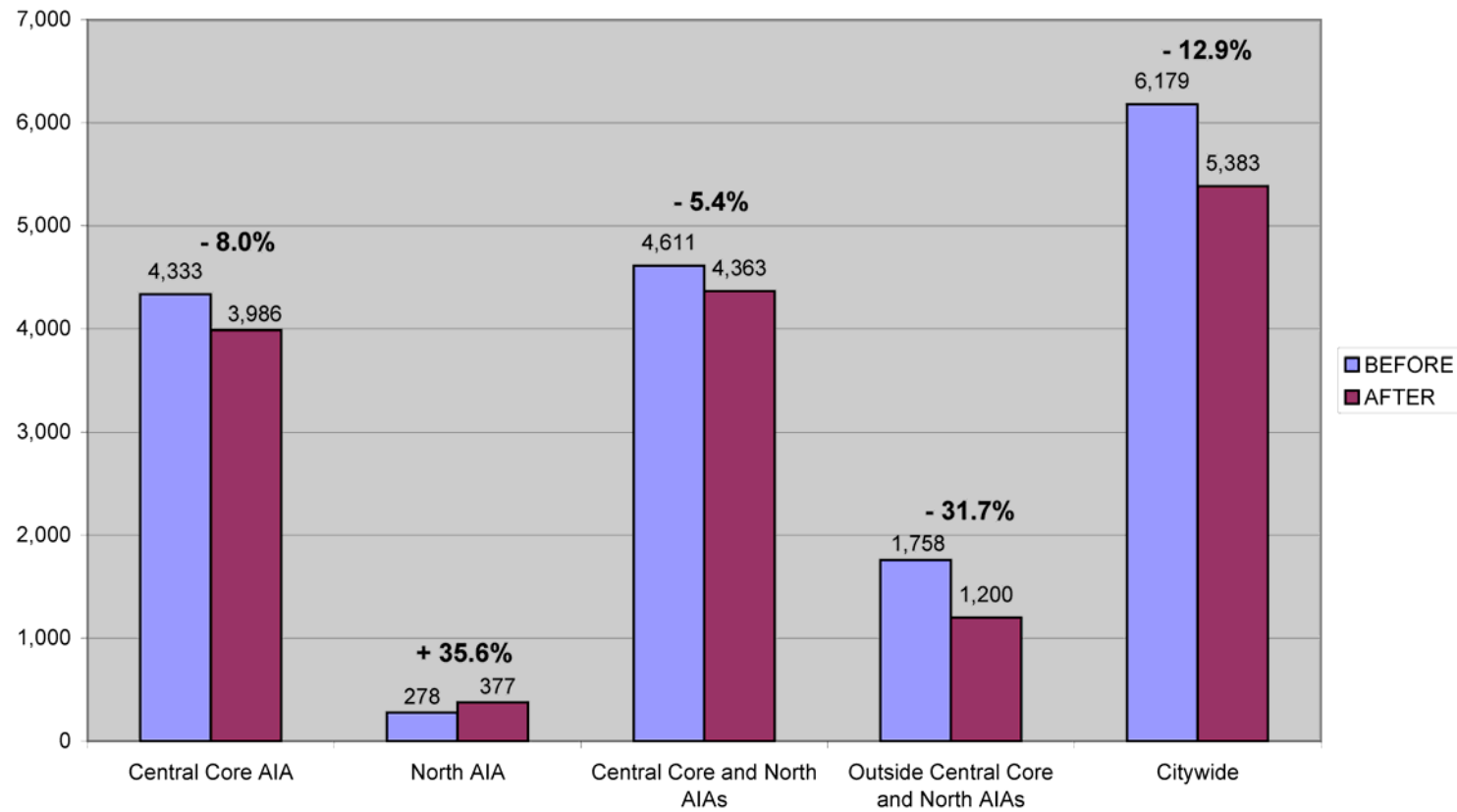
Please note that the citywide total includes a small percentage of records that could not be readily geocoded to a geographic location. Therefore, the sum of the parts presented here does not equal the citywide total.



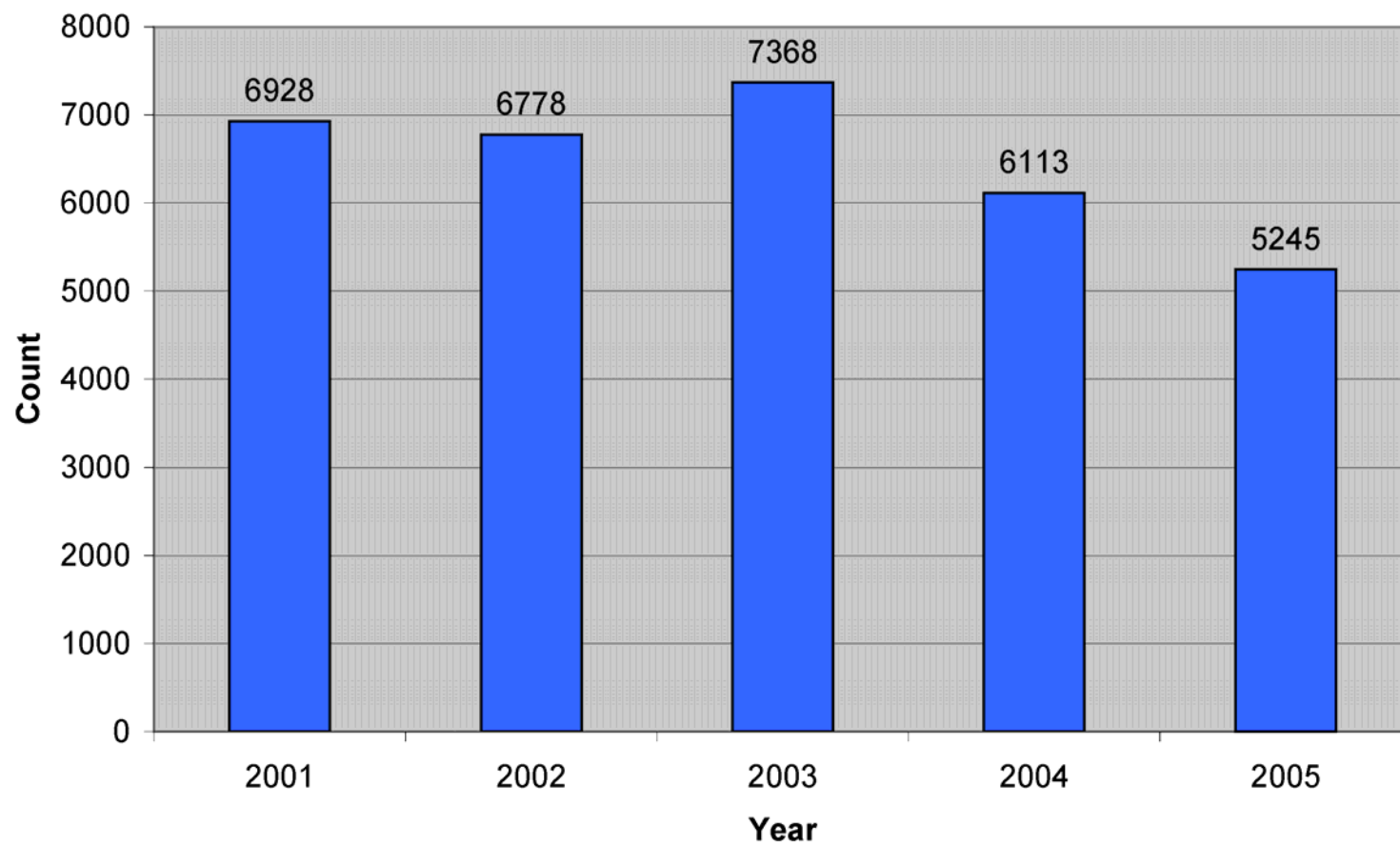
\*KC ESP service cuts went into effect in 2005, including a cut in the hours of operation and elimination of service north of the Ship Canal.

**Change in SPD 911 Calls & On-Views for Liquor-Related Concerns  
(MIR 176 = Liquor, Adults):  
Before vs. After Central Core and North AIA Voluntary Compliance**

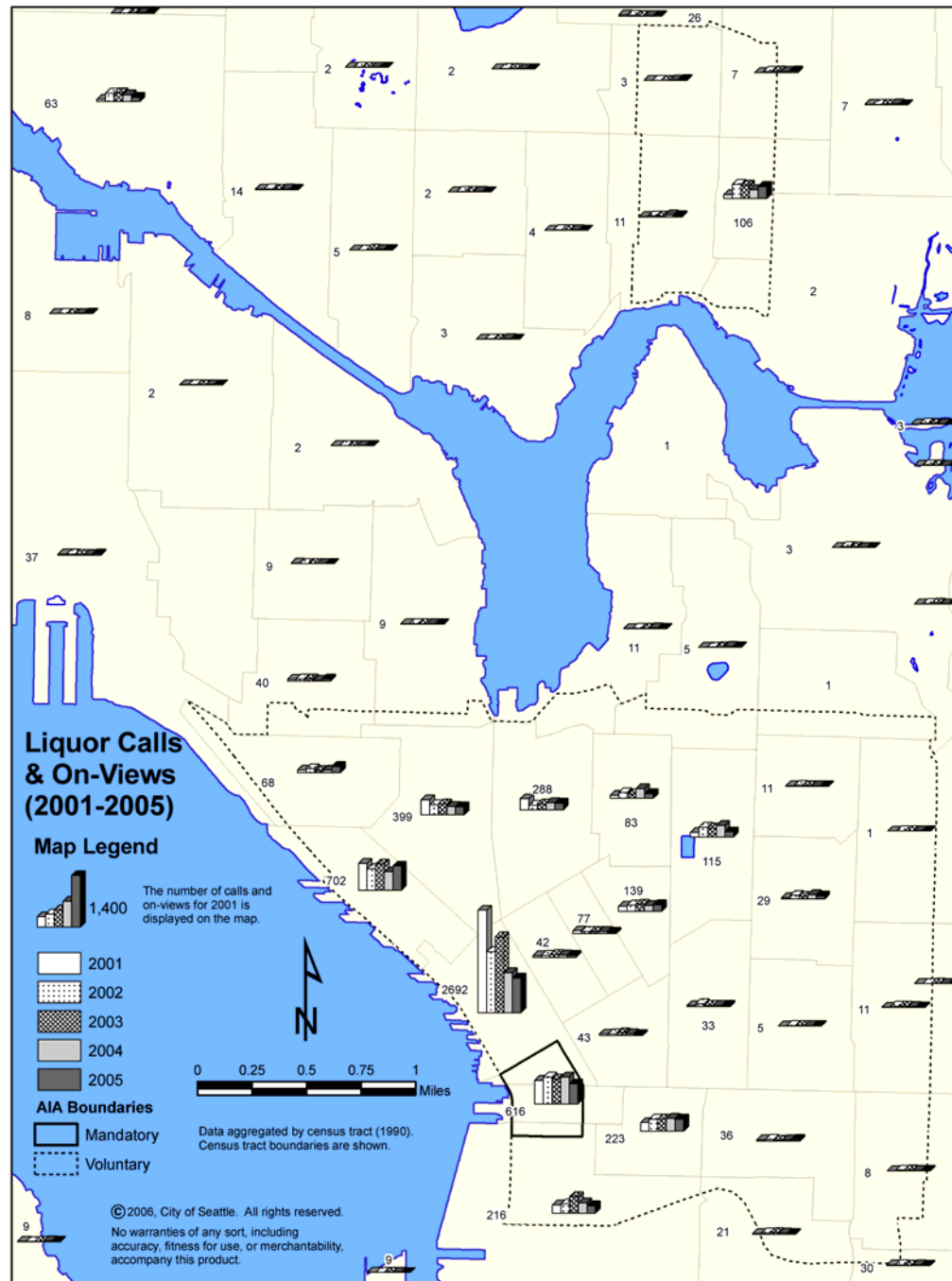
TWO YEARS OF DATA:  
BEFORE = 11/1/03 - 10/31/04  
AFTER = 11/1/04 - 10/31/05



Liquor Calls & On-Views City Wide

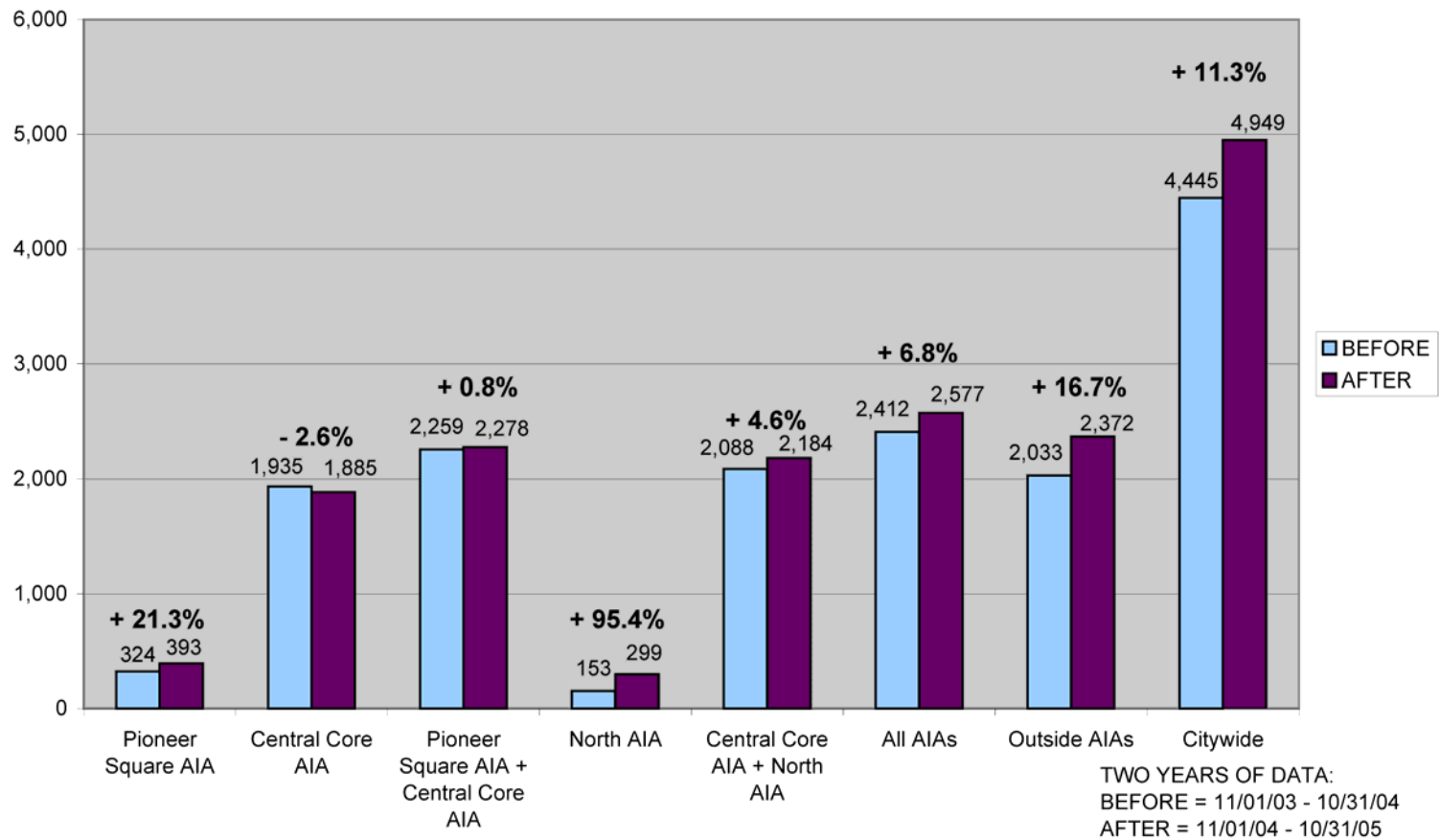






projects\donor\points\aa\sws\cb\_reporting\mar2006\spdl\liquor\_calls\onviews\_2001-2005\_bytract90.mxd

**Change in SFD ETOH-Related Medical Incidents:  
Before vs. After Voluntary Compliance Efforts in Central Core and North AIAs**



# CHANGE IN DENSITY OF ETHYL ALCOHOL (ETOH)-RELATED MEDICAL INCIDENTS:

Before vs. After  
Central Core and  
North AIA  
Voluntary  
Compliance  
Efforts

ALCOHOL IMPACT AREAS

City of Seattle  
Department of Neighborhoods  
March 13, 2006



## MAP LEGEND

- Alcohol Impact Areas
- Arterials

## Change in Number of Incidents per 10 Acres

- +21 to +31
- +8 to +20
- +3 to +7
- 2 to +2
- 7 to -3
- 20 to -8
- 60 to -21

AFTER = 11/01/04 to 10/31/05  
BEFORE = 11/01/03 to 10/31/04

### Notes:

- Based on data provided by the SFD from their incident management system and associated data on medical incidents from Form F20B.
- Relevant medical incidents were selected based on guidance provided by SFD.

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0 0.5 1 2 3 Miles

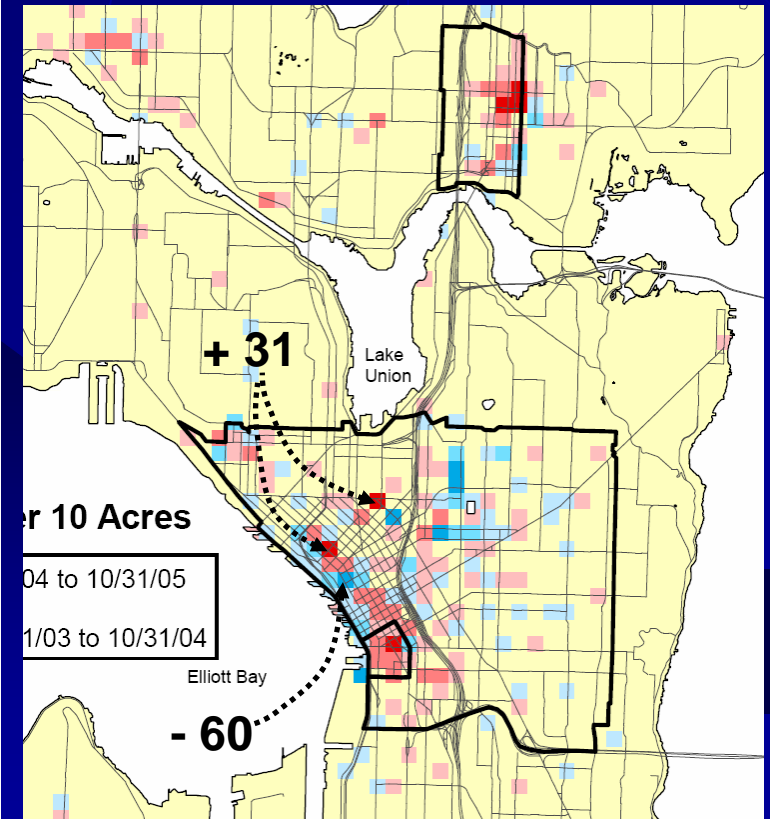
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# Change in ETOH-Related Medical Incidents (SFD):

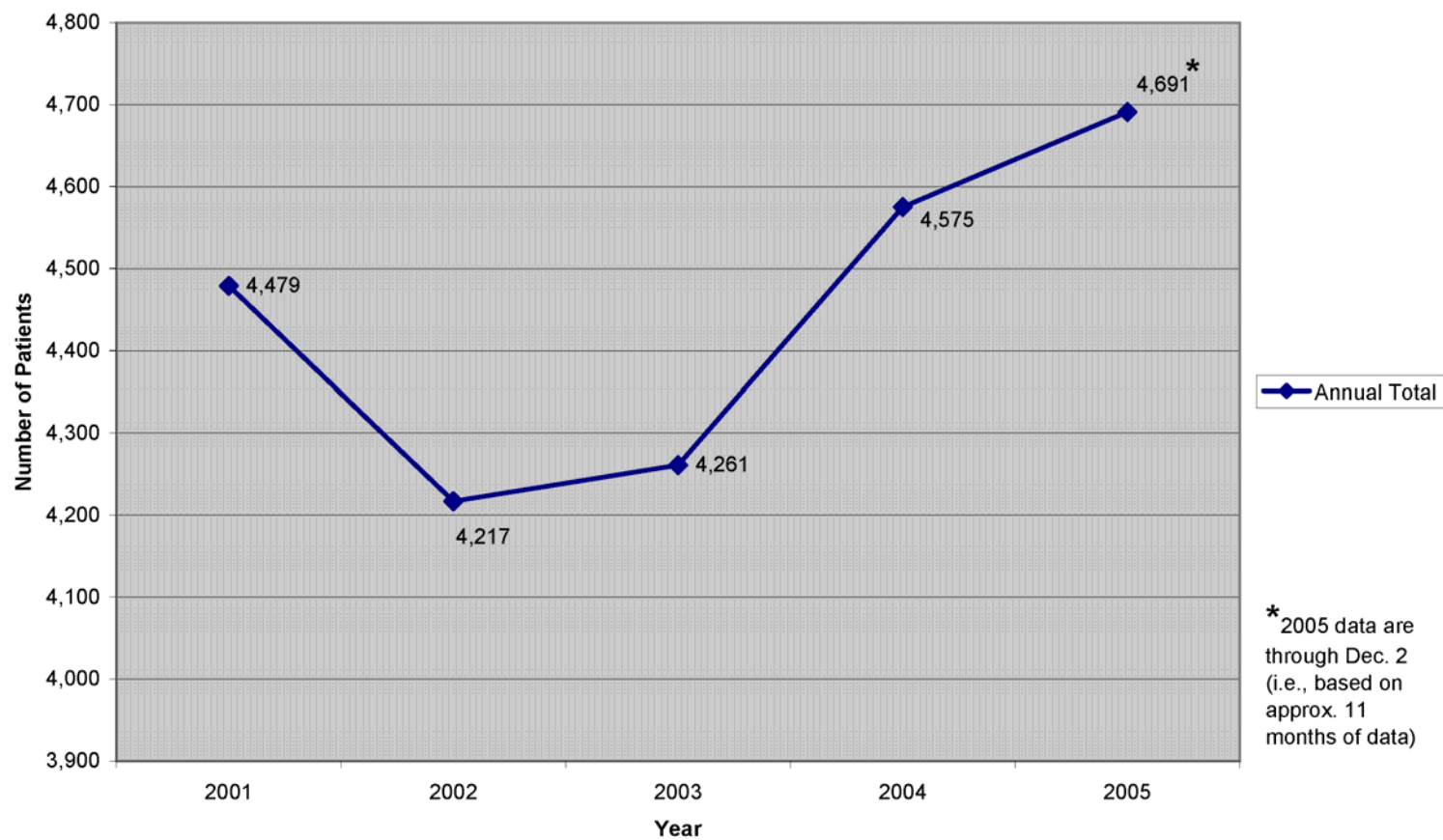
Nov. 2004 – Oct. 2005

vs.

Nov. 2003 – Oct. 2004



Number of Alcohol-Related EMS Patients Treated by SFD  
2001-2005

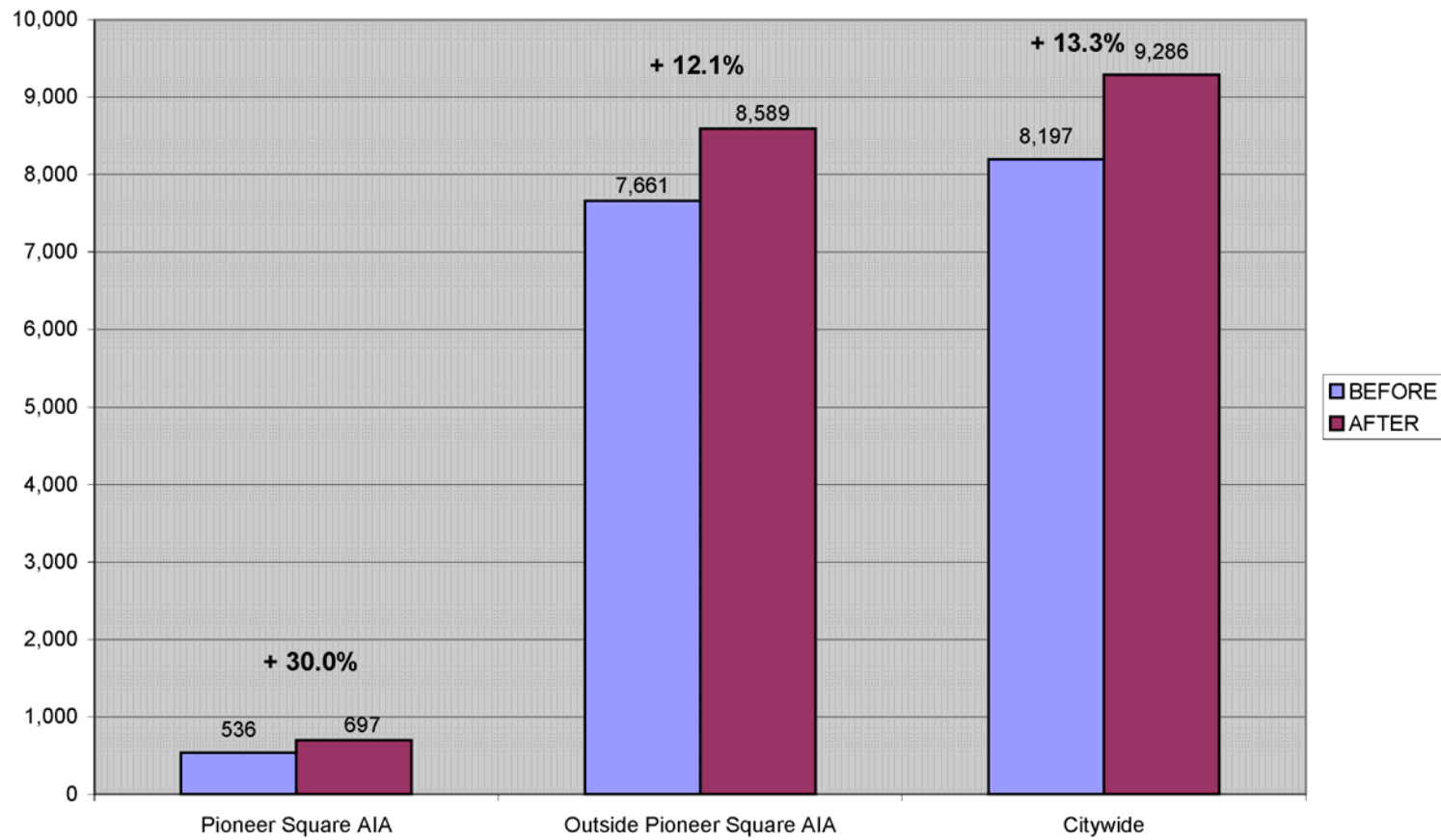


# **Pioneer Square AIA: Mandatory Restrictions Currently in Place**

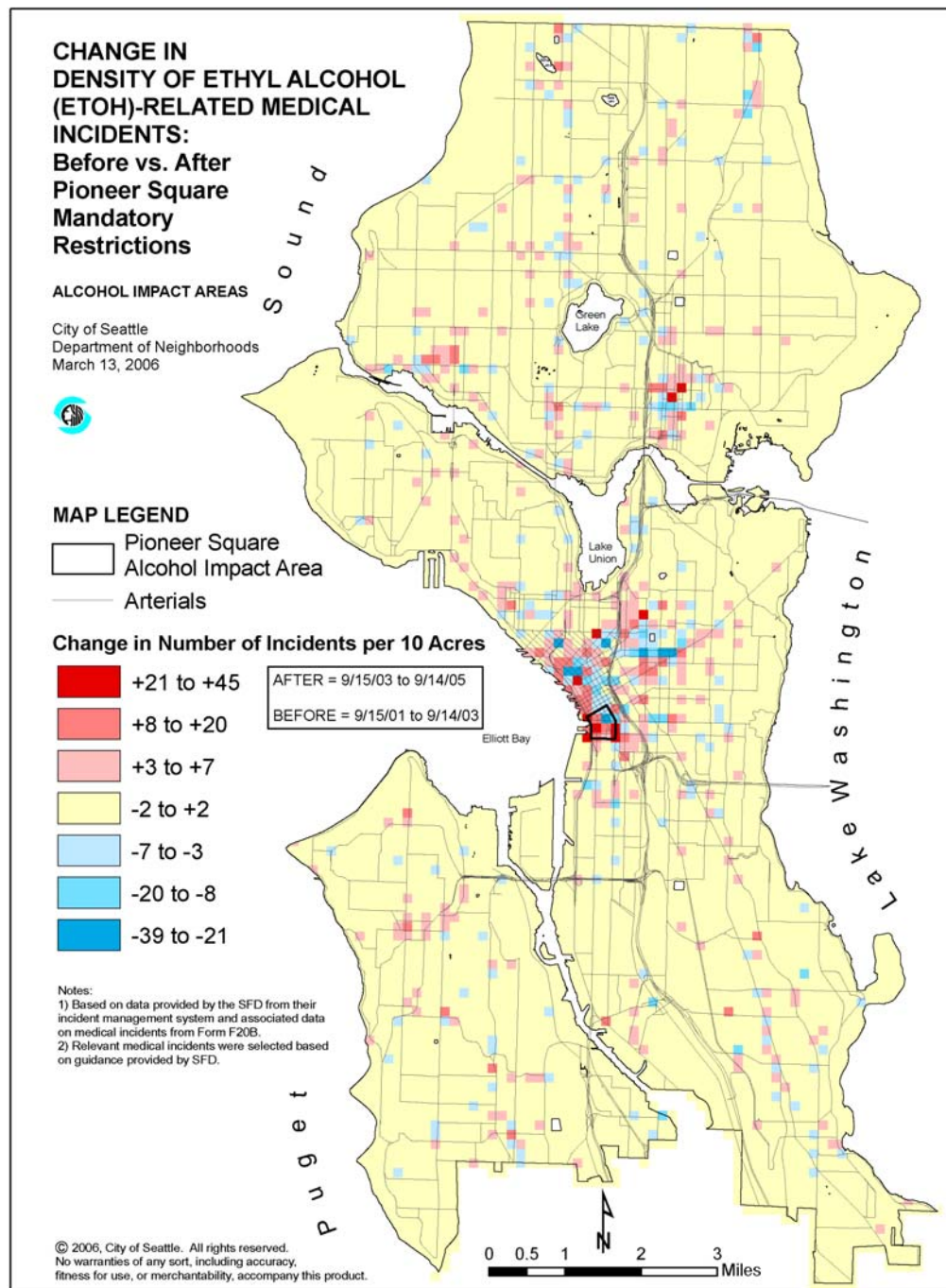
- Time-of-Day Sale Restrictions
- Product Packaging-Based Restrictions
- Selected Products (Wine) are Banned
- Compliance Required as of Sept. 15, 2003

**Change in SFD ETOH-Related Medical Incidents:  
Before vs. After Pioneer Square AIA Mandatory Restrictions**

FOUR YEARS OF DATA:  
BEFORE = 9/15/01 - 9/14/03  
AFTER = 9/15/03 - 9/14/05





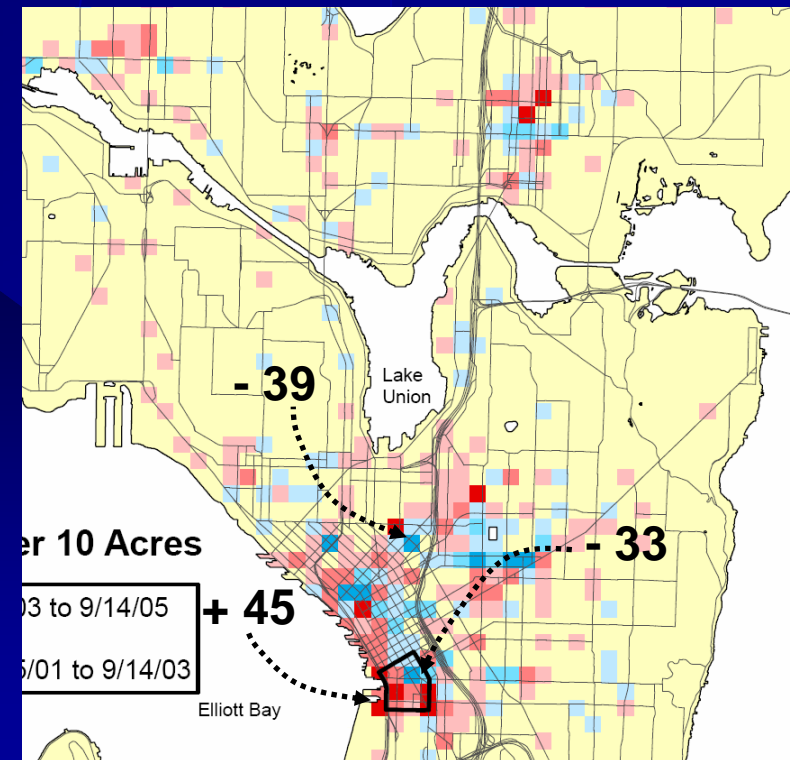


# Change in ETOH-Related Medical Incidents (SFD):

Sept. 15, 2003 – Sept. 14, 2005

vs.

Sept. 15, 2001 – Sept. 14, 2003





# Sample of Community-Based Evidence

- Various community groups monitor CPI activity and collect evidence of its presence in their communities through:
  - Litter Inventories
  - Photographic Evidence
- A sample of the recent evidence is included in the City's May 2006 report to the WSLCB.

# *University District:*



- Collected over an approximately two-week period in late February/early March 2006
- Collected along University Way NE (from NE 41<sup>st</sup> St to NE 50<sup>th</sup> St)

# *Colman Neighborhood (Judkins Park/Central Area):*



•One Day in March 2005



•One Day in April 2006

Near 23<sup>rd</sup> Avenue S and S Dearborn St



# *Chinatown-International District:*



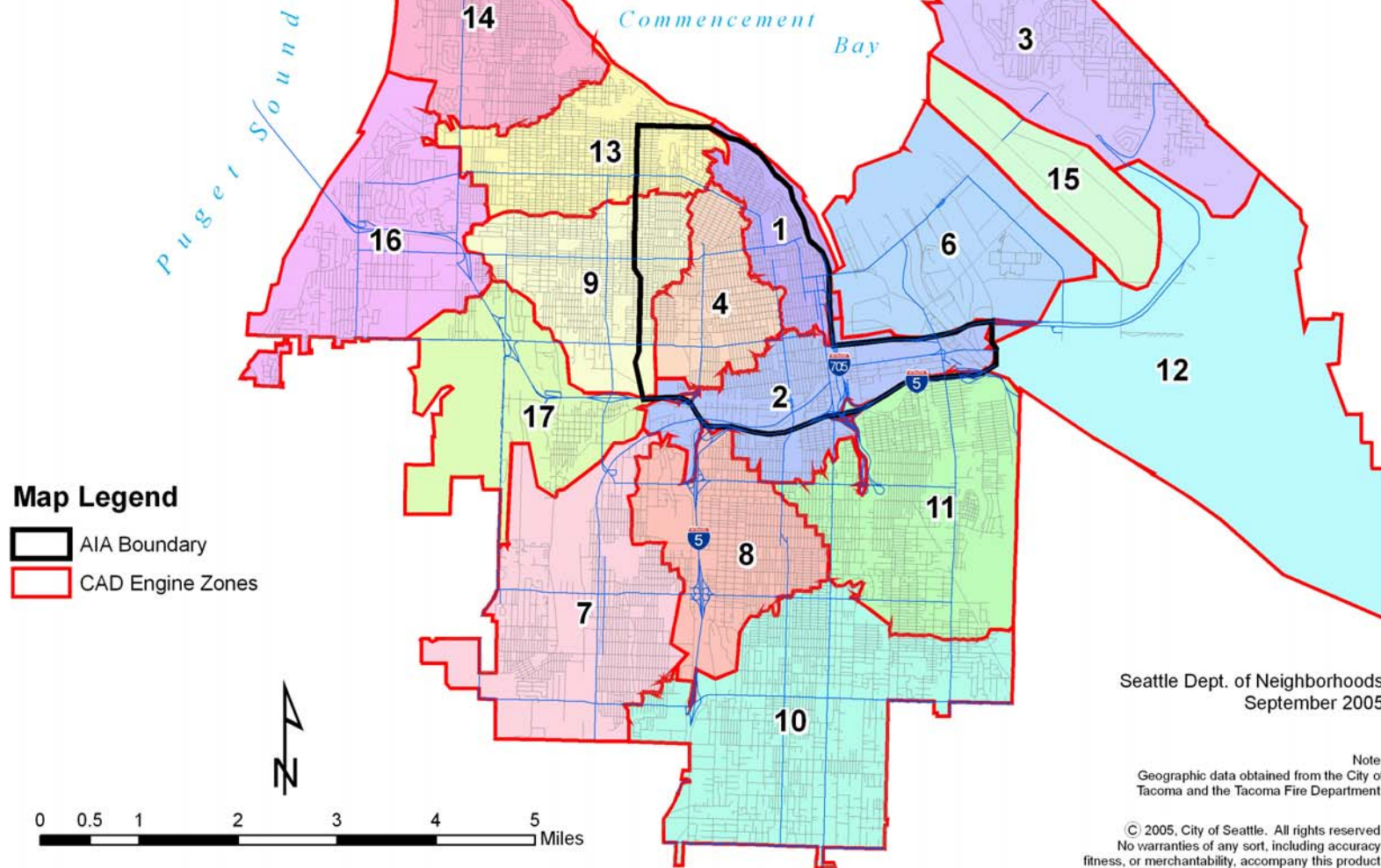
- Collected on one day in February 2006
- Collected in an eight block area in the vicinity of Hing Hay Park



# The Tacoma AIA Experience

- Mandatory Restrictions
- Banned Product List
- Compliance Required as of March 1, 2002

# TACOMA AIA & TFD CAD ENGINE ZONES

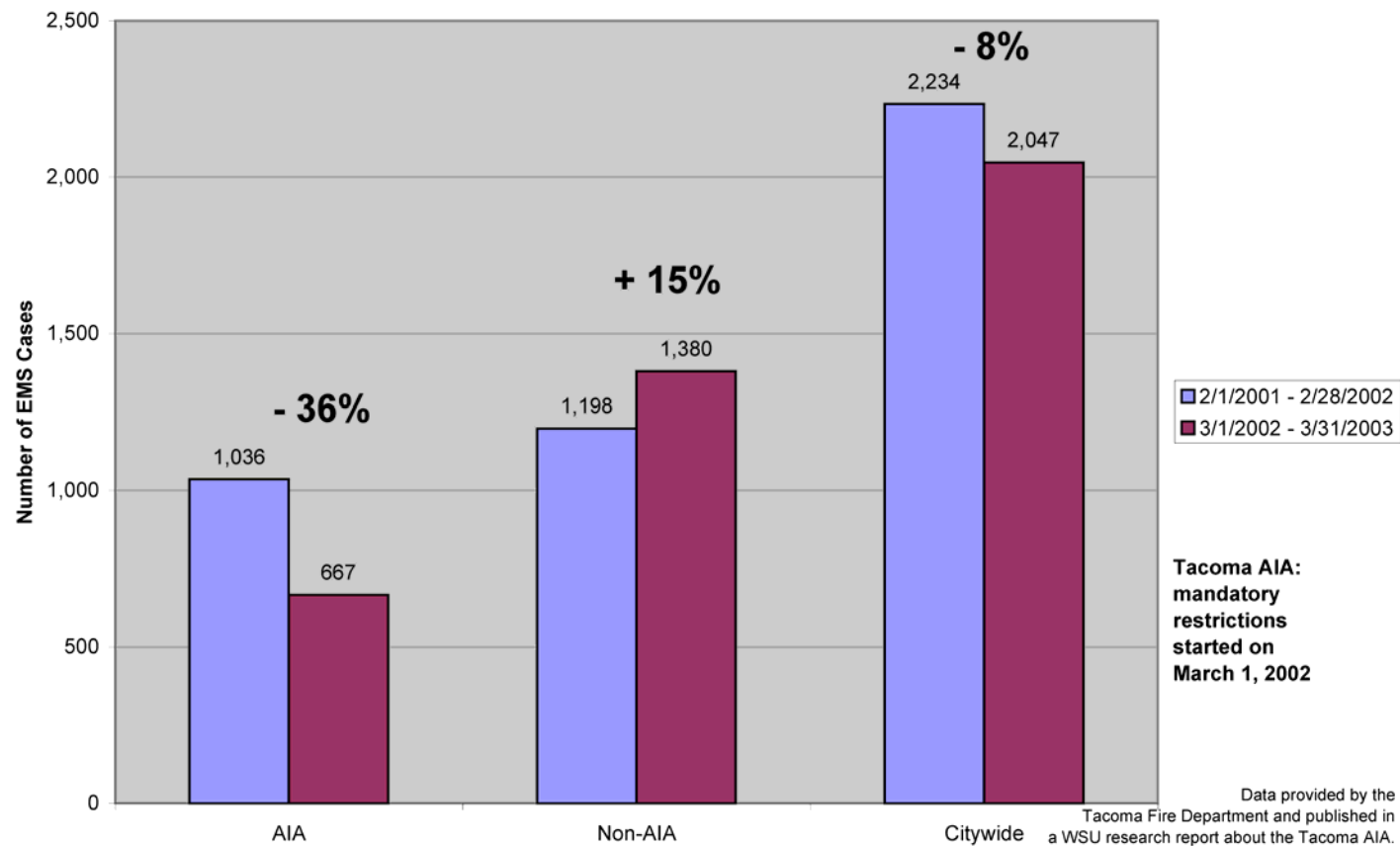


Seattle Dept. of Neighborhoods  
September 2005

Note:  
Geographic data obtained from the City of  
Tacoma and the Tacoma Fire Department.

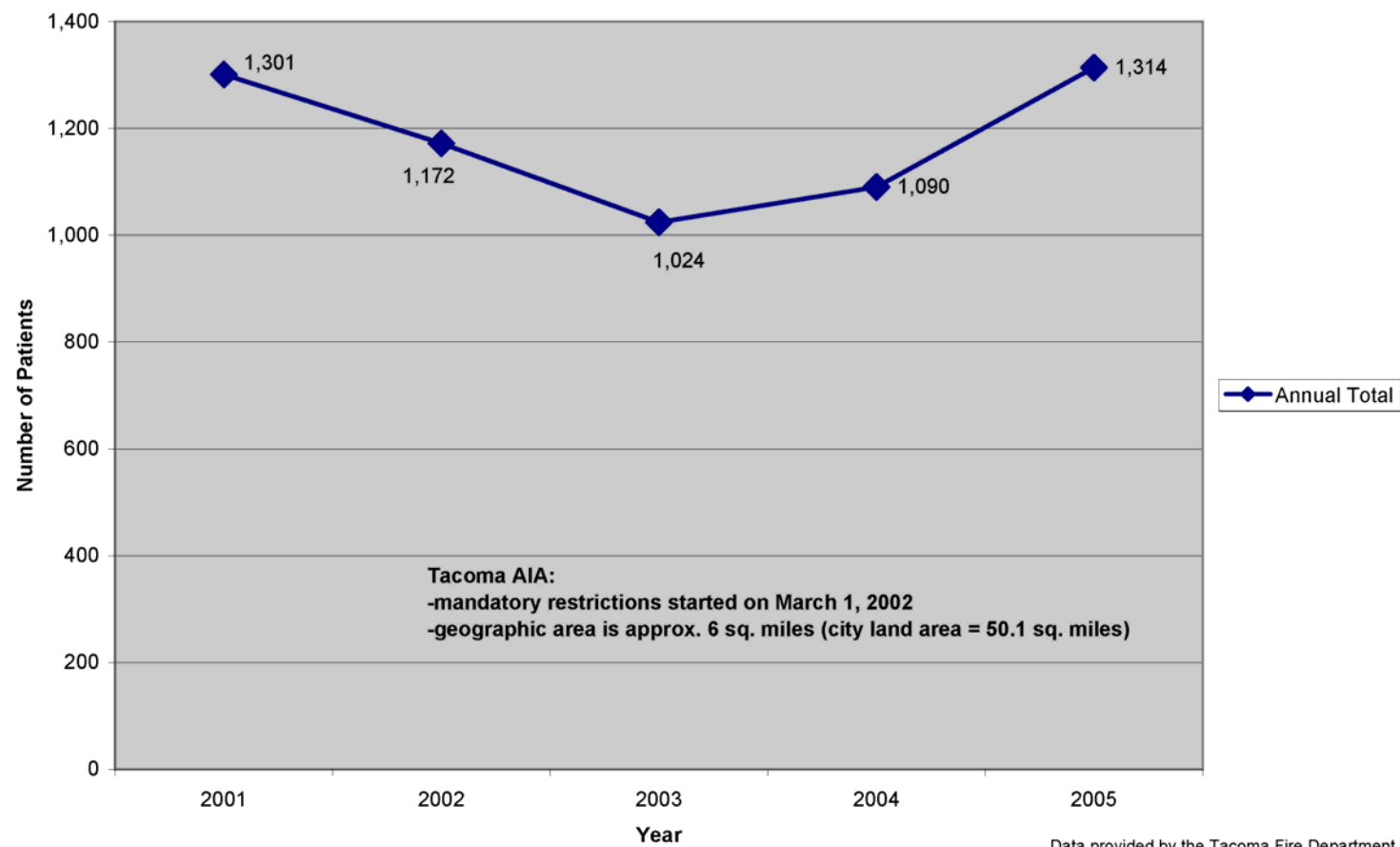
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Tacoma: Number of Alcohol-Related EMS Cases



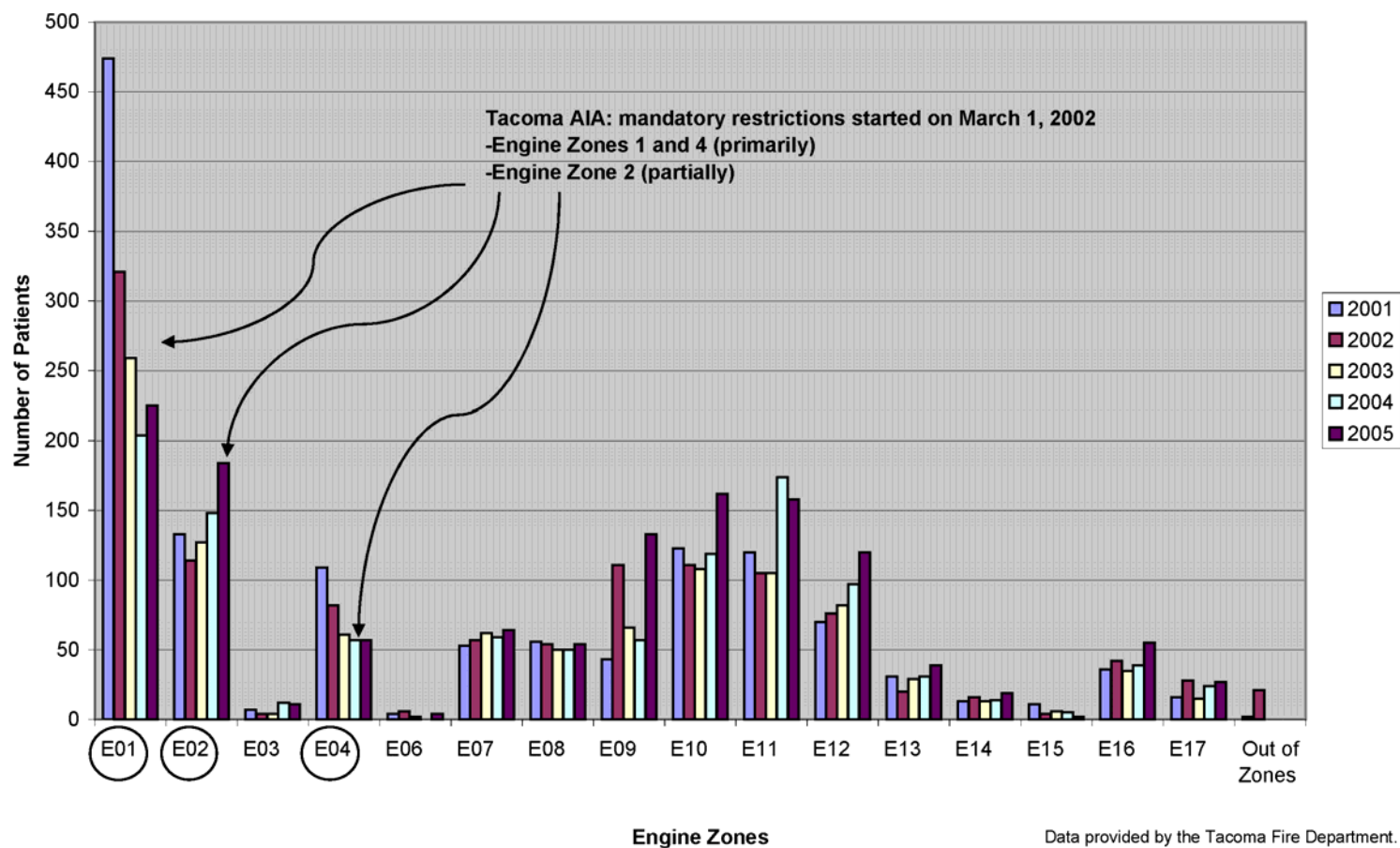


**Tacoma: Citywide EMS Patients with Alcohol-Related Records by Year**



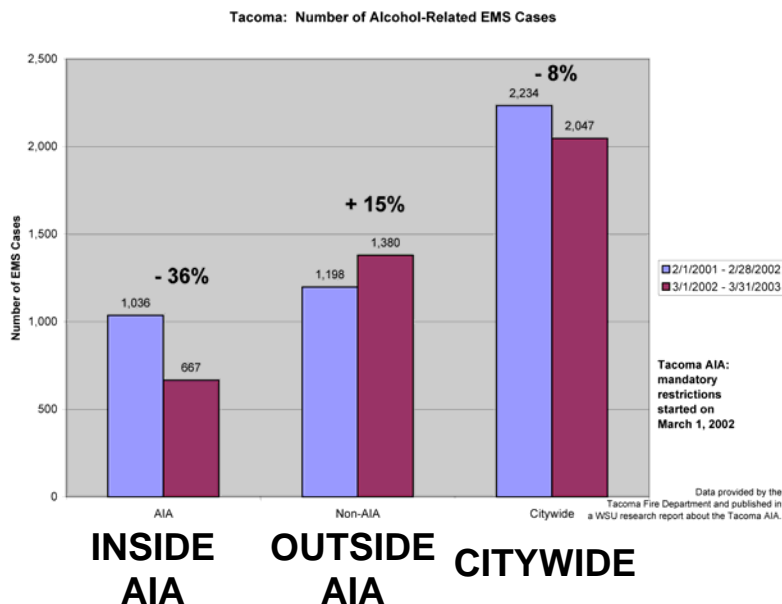
Data provided by the Tacoma Fire Department.

**Tacoma AIA: EMS Patients with Alcohol-Related Records by Year and CAD Engine Zone**



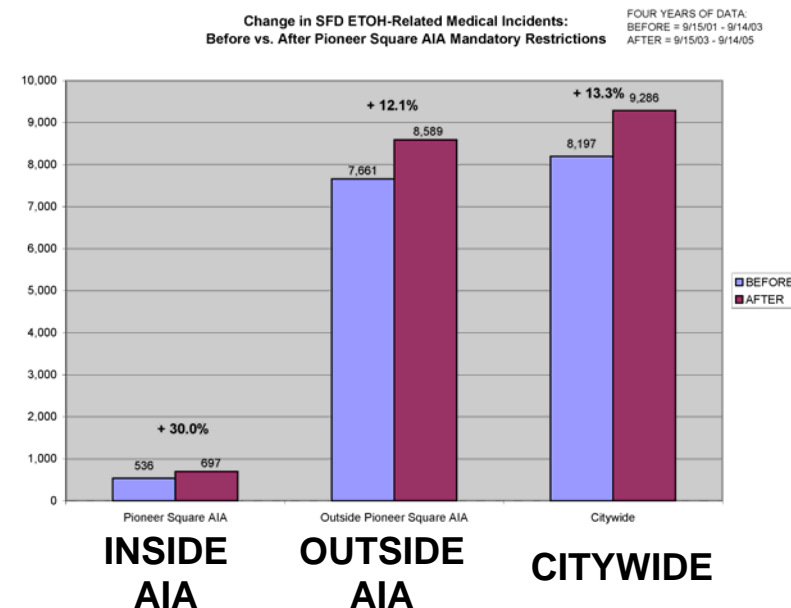
# Comparison of Tacoma and Seattle: Alcohol-Related EMS Cases

## TACOMA



13 MONTHS BEFORE  
VS. 13 MONTHS AFTER

## SEATTLE



TWO YEARS BEFORE  
VS. TWO YEARS AFTER

# Comparison of Tacoma and Seattle:

## Side-by-Side Summary

TACOMA	SEATTLE
<b>Tools:</b> Mandatory Restrictions (Tacoma AIA) <ul style="list-style-type: none"> <li>Banned Product List (beer and wine)</li> </ul>	<b>Tools:</b> a) Mandatory Restrictions (Pioneer Square AIA) <ul style="list-style-type: none"> <li>Time-of-Day Restrictions</li> <li>Product Packaging-Based Restrictions</li> <li>Limited Banned Product List (selected wines)</li> </ul> b) Voluntary Compliance (Central Core and North AIAs) <ul style="list-style-type: none"> <li>Product List (beer and wine)</li> </ul>
<b>Off-Premises Licensees in AIA (circa June 2003):</b> Approximately 55	<b>Off-Premises Licensees in all AIAs (circa August 2004):</b> Approximately 230
<b>Geographic Area:</b> Tacoma AIA ~ 6 square miles  City ~ 50.1 square miles	<b>Geographic Area:</b> Pioneer Square AIA ~ 0.12 square miles North AIA ~ 0.78 square miles Central Core AIA ~ 5.71 square miles All AIAs ~ 6.6 square miles  City ~ 83.1 square miles
<b>Outcome:</b> Demonstrated to be Successful	<b>Outcome:</b> Ineffective

# Conclusions and Recommendations

- Seattle still has a Problem
- Tacoma Experience is a Successful Model
  - Product List proves to be Effective Tool
- Components of a More Effective Strategy:
  - Need Mandatory Restrictions
  - Need Product List
  - Need Larger Geographic Area (larger than the Pioneer Square AIA)
  - City would like to maintain time-of-day and product packaging-based restrictions in Pioneer Square (i.e., add banned products list in Pioneer Square)

## Next Steps

- Seattle City Council has authorized DON and SPD to request that the WSLCB recognize and impose mandatory restrictions (May 2006 report to WSLCB). After today's proceedings:
  - Decision by WSLCB on this request sometime after July 2006.
  - City staff will work with the WSLCB and the Seattle City Council to coordinate and support future evaluation work, as necessary.
  - Ongoing litter patrols within communities (further possible documentation to support WSLCB's decision-making).